

Message Text

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C O N F I D E N T I A L SECTION 01 OF 02 NATO 07231

E.O. 11652:GDS
TAGS: MARR NATO
SUBJECT: INFRASTRUCTURE SLICE XXVIII AND THE GREEK-
TURKISH ISSUES

REF: (A) USNATO 04642, 031343Z JUN 77. (B) USNATO 0507,
291158Z JAN 77. (C) USNATO 6499, 271441Z NOV 76.
SUMMARY. ON 25 JULY 77 GREEK CHARGE (ZAFIRIOU) MADE
INSTRUCTED DEMARCHES TO CHARGE, TO SEVERAL OTHER DELEGA-
TIONS INCLUDING UK AND NETHERLANDS, AND TO SYG, POINTING
OUT THAT THE DPC "THIRTEEN" ARE ACTING ON THE "COROLLARY"
TO THE INTERIM POLICY ON GREEK INFRASTRUCTURE (REF B) AND
INTEND TO PLACE A HOLD ON IMPLEMENTATION OF GREEK PROJECTS
IN SLICE XXVIII PENDING FINAL APPROVAL OF THE COROLLARY,
I.E. A PARALLEL ACTION TO THAT TAKEN BY THE DPC ON SLICE
XXVII (REF C). THE GREEKS ARGUED THAT ANY ACTION AFFECT-
ING THEIR PROJECTS IN SLICE XXVIII SHOULD BE APPROVED BY
THE INFRASTRUCTURE COMMITTEE BECAUSE GREECE SITS THERE
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BUT NOT IN THE DPC. THEY ALSO ASKED THAT THE U.S. GIVE
DIRECT SUPPORT TO THEIR POSITION IN THE COMMITTEE
DISCUSSIONS. AS IT TURNED OUT, THE GREEK POSITION
MODERATED SIGNIFICANTLY BY THE 26 JULY 77 MEETING OF THE
COMMITTEE AND THEY AGREED TO REFERRAL OF SLICE XXVIII TO
THE DPC ON CONDITION THAT THE COROLLARY WOULD NOT AFFECT
THE PRESENT PROCEDURES FOR PROGRAMMING AND FUNDING OF

PROJECTS IN GREECE. WE EXPECT THAT DEPUTY SYG PANSA WILL HAND THE DRAFT COROLLARY TO THE GREEKS WITHIN A FEW DAYS AND WE HOPE, GIVEN THEIR LATEST POSITION, THAT THEY WILL RESPOND PROMPTLY AND POSITIVELY. END SUMMARY.

1. ON 25 JULY 77 GREEK CHARGE (ZAFIRIOU) MADE A DEMARCHE TO U.S. CHARGE (PEREZ) ON PROBLEMS WITH INFRASTRUCTURE IN GREECE, STATING THAT HE WAS ACTING ON INSTRUCTIONS. HE ALSO APPROACHED SEVERAL OTHER DELEGATIONS, INCLUDING THE UK, ITALY AND THE NETHERLANDS, AS WELL AS SYG LUNS. ZAFIRIOU'S MAIN POINTS, AS FOLLOW, QUITE ACCURATELY REFLECT THE SITUATION:

- GREECE IS AWARE THAT THE INFRASTRUCTURE ADVISORS OF THE "THIRTEEN" HAVE MET SEPARATELY TO DRAFT A COROLLARY TO THE PRESENT INTERIM POLICY ON GREEK INFRASTRUCTURE.

- THE INFRASTRUCTURE COMMITTEE WILL TAKE FINAL ACTION ON INFRASTRUCTURE SLICE XXVIII IN ITS MEETING ON 26 JULY 77.

- THE "THIRTEEN" PLAN TO HOLD GREEK PROJECTS IN SLICE XXVIII IN ABEYANCE UNTIL THE GREEKS HAVE COMMENTED ON THE COROLLARY AND THE DPC HAS TAKEN A FINAL DECISION.

- THE "THIRTEEN" PLAN TO SAY NOTHING ABOUT THE HOLD ON GREEK PROJECTS IN THE INFRASTRUCTURE COMMITTEE REPORT TO CONFIDENTIAL

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THE DPC. SYG LUNS WOULD INCLUDE THIS POINT IN HIS COVER NOTE (THUS AVOIDING AN A PRIORI GREEK VETO ON THE COROLLARY). THE GREEKS ALSO ASKED THAT THE U.S. GIVE DIRECT SUPPORT TO THEIR POSITION IN INFRASTRUCTURE COMMITTEE DISCUSSIONS.

2. DUE TO A VARIETY OF CIRCUMSTANCES, WE HAVE AN UNFORTUNATE CONVERGENCE OF THE ISSUES OF THE INTERIM POLICY AND SLICE XXVIII APPROVAL, BOTH UNDER THE SHADOW OF THE LAGGING NEGOTIATIONS IN THE OPEN ENDED GROUP ON GREECE-NATO NEGOTIATIONS (OEG). FULL BACKGROUND ON THE INTERIM POLICY, THE COROLLARY AND THE DPC ACTION ON INFRASTRUCTURE SLICE XXVII IS CONTAINED IN REFS B AND C. IN BRIEF, THE DPC DIRECTED INFRASTRUCTURE ADVISORS OF THE "THIRTEEN" TO RECAST THE INTERIM POLICY IN ORDER TO MEET THE TURKISH POINT THAT THE POLICY AS NOW WRITTEN DOES NOT COVER SLICES BEYOND SLICE XXIV. THIS WAS TO BE DONE WITHOUT (ON U.S. INSISTENCE) CHANGING THE ACTUAL EFFECT OF THE INTERIM POLICY. THE DPC ALSO AGREED "THAT FUND AUTHORIZATION FOR PROJECTS (IN SLICE XXVII) LOCATED IN GREECE BE WITHHELD" UNTIL THIS ACTION HAD BEEN COMPLETED. (DPC/R(76)18).

3. THE INFRASTRUCTURE ADVISORS REACHED AGREEMENT ON A DRAFT COROLLARY TO THE INTERIM POLICY IN FEBRUARY 77 AND INFRASTRUCTURE COMMITTEE CHAIRMAN (SMITH, U.S.) HANDED IT TO PANSA FOR TRANSMITTAL TO GREECE. THIS COINCIDED WITH THE ARRIVAL OF THE GREEK JANUARY 27 RESPONSE TO NATO ON THE GREECE-NATO NEGOTIATIONS, AND PANSA DECIDED TO HOLD THE COROLLARY PENDING THE OUTCOME OF DISCUSSIONS IN THE OEG. THE ISSUE OF THE COROLLARY WAS RESURRECTED WHEN THE TURKS THREATENED TO BLOCK GREEK PROJECTS IN SLICE XXVIII UNTIL THE COROLLARY HAD BEEN FINALIZED, IN EFFECT REPEATING THE SCENARIO OF SLICE XXVII.

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4. AFTER SEVERAL MEETINGS, THE INFRASTRUCTURE ADVISORS OF THE "THIRTEEN" AGREED ON 25 JULY 77 ON A PROCEDURE FOR HANDLING THE COROLLARY WHICH CAN BE SUMMARIZED AS FOLLOWS:

- THE AGREED PROCEDURE AND THE DRAFT COROLLARY WILL BE PASSED TO SYG LUNS UNDER COVER OF AN OFFICIAL LETTER FROM THE INFRASTRUCTURE CONTROLLER.

- LUNS OR PANSA WILL HAND THE DRAFT COROLLARY TO THE GREEK PERMREP (LAGACOS) WITH A REQUEST FOR GREEK COMMENTS AS SOON AS POSSIBLE.

- FUNDING OF ALL PROJECTS IN GREECE BEYOND SLICE XXIV WILL CONTINUE TO BE WITHHELD UNTIL THE COROLLARY IS FINALIZED AND ISSUED (THUS REFLECTING THE ACTUAL EFFECT OF THE DPC DECISION ON SLICE XXVII).

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- THE INFRASTRUCTURE COMMITTEE REPORT TO THE DPC ON SLICE XXVIII WILL NOT MENTION GREEK PROJECTS. HOWEVER, SYG LUNS' COVER NOTE TO DELEGATIONS WILL REFER TO THE PRESENT ACTION ON THE COROLLARY AND TO THE HOLD ON GREEK PROJECTS.

5. IT IS LIKELY THAT THE GREEK DEMARCHE ON 25 JULY 77 WAS INSPIRED BY THE RENEWED THREAT OF ACTION BY THE "THIRTEEN" ON THE COROLLARY. THE FACT THAT THE GREEKS WERE HOPING FOR A MORATORIUM SEEMS TO BE SUBSTANTIATED BY TWO SEPARATE INTERVENTIONS OF THE GREEK INFRASTRUCTURE REP (GEN BAKOUROS): THE FIRST, ON 25 JAN 77, WHEN HE STATED THAT GREECE COULD ONLY AGREE TO THE INCREASE IN THE INFRASTRUCTURE CEILING IF "THE INTERIM POLICY CONTINUED TO BE APPLIED", (REF B PARA 3); AND THE SECOND, ON 8 FEB 77, WHEN HE INFORMED THE COMMITTEE OF THE GREEK RESPONSE TO NATO AND SUGGESTED THAT THE COROLLARY TO THE INTERIM POLICY WAS NO LONGER REQUIRED. ALTHOUGH THE GREEK DELEGATION HAS BEEN GENERALLY AWARE OF THE DPC DECISION ON SLICE XXVII AND THE EXISTENCE OF THE COROLLARY SINCE EARLY THIS YEAR, AND THOUGH BAKOUROS VERY WELL UNDERSTANDS THAT THE COROLLARY AS DRAFTED DOES NOT CHANGE THE ACTUAL EFFECT OF THE PRESENT INTERIM POLICY IN ANY WAY, WE HAD FEARED THAT THEY INTENDED TO STICK TO THEIR "POLITICAL" OBJECTION TO THE VERY EXISTENCE OF THE COROLLARY.

6. FOR REASONS THAT ARE NOT YET CLEAR, THE GREEK POSITION MODERATED SIGNIFICANTLY BY THE 26 JULY 77 MEETING OF THE INFRASTRUCTURE COMMITTEE AND THE GREEK REP AGREED TO REFER SLICE XXVIII TO THE DPC ON THE CONDITION THAT THE COROLLARY WOULD NOT AFFECT THE PROCEDURES FOR PROGRAMMING AND FUNDING OF PROJECTS IN GREECE UNDER THE PRESENT INTERIM POLICY. AFTER AN ABORTIVE ATTEMPT BY THE TURKISH

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REP (YAKIS) TO STRETCH THE LIMITATIONS ON GREEK PROJECTS TO THE PROGRAMMING AS WELL AS THE FUNDING STAGE (WHICH WOULD HAVE CONTRADICTED THE INTERIM POLICY AND THE DPC DECISION ON SLICE XXVII) THE COMMITTEE NOTED THE GREEK

STATEMENT.

7. SLICE XXVIII IS NOW CLEARED AND WILL BE REFERRED BY SYG LUNS TO THE DPC FOR APPROVAL UNDER THE SILENCE PROCEDURE. WE EXPECT THAT PANSAL WILL, IN A PARALLEL ACTION, SHORTLY HAND THE DRAFT COROLLARY TO THE GREEKS FOR COMMENT. WE MAY HOPE, GIVEN THEIR LATEST MORE FORTHCOMING POSITION, THAT THEY WILL RESPOND PROMPTLY AND POSITIVELY AND THUS OPEN THE WAY FOR EARLY DPC APPROVAL OF THE COROLLARY AND STABILIZATION OF THE INTERIM PROCEDURES ON GREEK INFRA-STRUCTURE. BENNETT

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